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ABSTRACT

Authorized in 1994, schoolwide programs are intended to enable high-poverty Title I schools to improve curriculum and instruction for all students without restricting services to only some students. Also part of Title I, the Migrant Education Program (MEP) supports supplemental instruction and support services for qualifying migrant children. In compliance with legislative mandate, a study examined the core issue of whether schoolwide program schools continue to meet the needs of migrant students. In 1996-97, about 2,770 public schools both implemented the schoolwide program option and enrolled migrant students at least part of the school year. These schools served an estimated 165,000 migrant students (about one-fifth of those eligible for MEP). About half were located in Texas or California, and a third were rural. The study surveyed a representative sample of 700 schools and conducted on-site case studies of 25 schools. This summary report discusses: (1) characteristics of schoolwide program schools and their migrant students; (2) needs assessment, achievement testing, and planning procedures used in schoolwide program schools; (3) educational and support services available to migrant students within their schools and from other programs, organizations, or agencies; (4) migrant parent involvement; and (5) schoolwide program funding and the use of MEP funds within the schoolwide program. Includes 10 data tables. (SV)

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ED 427 929

MEETING THE NEEDS OF MIGRANT STUDENTS IN SCHOOLWIDE PROGRAMS

SUMMARY

Congressionally Mandated Study of Migrant Student Participation in Schoolwide Programs

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January 1999

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MEETING THE NEEDS OF MIGRANT STUDENTS IN SCHOOLWIDE PROGRAMS

Summary of the Congressionally Mandated Study of Migrant Student Participation in Schoolwide Programs

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Prepared for:
Planning and Evaluation Service
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U.S. Department of Education

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CONTENTS

INTRODUCTION 1

Schoolwide Programs 2
Migrant Children and MEP 3
Study Design 4
Organization of the Report 4

CHARACTERISTICS OF SCHOOLWIDE PROGRAM SCHOOLS AND THEIR MIGRANT STUDENTS 5

Characteristics of Schools 5
Characteristics of Students 7

PLANNING AND NEEDS ASSESSMENT 8

Reasons for Implementing Schoolwide Programs 8
Developing Schoolwide Plans 9
Topics Addressed in Planning for Schoolwide Programs 11
Needs Assessments 13

SCHOOLWIDE PROGRAM SERVICES 15

Unique Services for Migrant Children 15
Instructional Services 17
Support Services 18
Service Coordination 19
Measuring the Achievement of Migrant Students 20

MIGRANT PARENT INVOLVEMENT 21

SCHOOLWIDE PROGRAM FUNDING 22

Sources of Schoolwide Program Funds 22
Combining MEP Funds in Schoolwide Programs 23
MEP Funds and Instructional Programs and Activities 25

LIST OF TABLES

1 Number and percentage of migrant students, by school level 6

2 Characteristics of students 8

3 Reasons for implementing schoolwide program 9

4 Groups involved in developing schoolwide plan, by percentage of migrant students . . . 11

5 Topics considered in schoolwide program planning 12

6 Sources of needs assessment information used in schoolwide program planning 14

7 Priorities for instructional and support services for migrant children or youth 16

8 Activities and methods used to involve all parents and migrant parents 21

9 Characteristics of schools with migrant program funds available 24

10 Programs or activities introduced or strengthened as a result of implementing a schoolwide program, by availability of MEP funds 25

LIST OF FIGURES

1 Metropolitan status of schools 5

2 Grade level of schools 6

3 Length of time average percentages of migrant students were enrolled during regular 36-week school year 7

4 Groups involved in developing the schoolwide program plan 10

5 Percentage of schools reporting selected migrant-related topics considered in schoolwide program planning, by number of migrant students 13

6 Support services for migrant students 19

7 Sources of funds for schoolwide programs with migrant students 23

MEETING THE NEEDS OF MIGRANT STUDENTS IN SCHOOLWIDE PROGRAMS

INTRODUCTION

Schoolwide programs, which are authorized under Section 1114 of Title I of the Elementary and Secondary Education Act (ESEA), as amended by the Improving America's Schools Act of 1994, represent one key strategy in efforts to improve the educational performance of at-risk children. Schoolwide programs are intended to enable high-poverty Title I schools to improve curriculum and instruction for all students without restricting services to only some of the students. Schools that operate schoolwide programs may combine most of their federal education funds with their state and local funds to enhance the effectiveness of their overall school program.

Some of the children who are eligible for the Migrant Education Program (MEP), which is authorized under Title I, Part C of the ESEA, attend schools across the country that are operating schoolwide programs. MEP provides funding to support supplemental instruction and support services for qualifying migrant children. These funds may be combined with Title I, Part A, other federal funds, and state and local funds in the schoolwide program if steps are taken to ensure the needs of migrant children continue to be met. In particular, schools that combine MEP funds within their schoolwide programs must consult with the parents of migrant children or their representatives, plan to address the needs of migrant children, and document that appropriate services have been provided to them (ESEA Section 1306(b)(3) and 34 CFR 200.8(c)(3)). Whether the needs of migrant students continue to be met in schoolwide program schools is the issue that lies at the core of this study. Section 1501(b)(1) of the ESEA requires the Secretary of Education to report to the Congress on how schoolwide programs are meeting the needs of migrant children. This report presents the results of a study designed to address that requirement by answering the following seven questions:

1. What are the needs of migrant students and out-of-school migrant youth and how do those needs differ from the needs of nonmigrants?

2. How are the identified needs and residence/enrollment patterns of migrant children reflected in schoolwide program planning?

3. What is the role of state and local Title I and MEP directors in determining the nature of services for migrant children in schoolwide program schools?

4. How do migrant children and youth participate in schoolwide program activities and services?

5. How is the achievement of migrant students measured in schoolwide program schools, and how does measurement of achievement for migrant and nonmigrant students differ?

6. What steps are taken by schoolwide program schools to involve the parents of migrant students in parent activities and the education of their children?

7. When and how are migrant education program funds combined with other funds within schoolwide programs?

SCHOOLWIDE PROGRAMS

Schoolwide programs, when they were first authorized in 1978, allowed Title I funds to be used to serve all students in schools with a poverty rate of 75 percent or higher. Two changes in the requirements during the last decade have led to a significant increase in the number of schools eligible for schoolwide status. These changes included (1) the suspension of local funds matching requirements in 1988, and (2) the reduction of the poverty rate eligibility criterion from 75 percent, which was the threshold through the 1994-95 school year, to 60 percent in 1995-96, and then to 50 percent in 1996-97.

In 1994, the reauthorization of ESEA made a number of other changes to schoolwide programs. The legislation requires state educational agencies to establish a system of school support teams to provide technical assistance to schoolwide programs. Further, schools are granted more flexibility; in particular, they are permitted to use or combine funds from other federal education programs (including the MEP) and Title I with state and local funds, and only the intent and purposes of those programs must be met. Schools do not have to show how individual program dollars are being spent, but they are prohibited from supplanting funds that would otherwise be required to be in the schools.

Schools also are required to undertake a one-year planning process before implementing a schoolwide program. Stakeholders, including parents and teachers, must be involved in developing the plan, and it must be developed in coordination with other programs and be updated regularly. In addition, once a state has a final student assessment system in place, then schoolwide programs must provide for the collection and reporting of achievement data disaggregated by gender,

race/ethnicity, economic disadvantage, and limited English proficiency (LEP) status and for children with disabilities and migrant students.

MIGRANT CHILDREN AND MEP

Children who move between school districts because of temporary or seasonal work in agriculture or fishing are considered migrant students and may be eligible for services under MEP, which is authorized under Title I, Part C, of the ESEA. While migrant students share many of the same educational challenges as many other Title I students and other disadvantaged children—poverty, poor health and nutrition, mobility, limited English proficiency, low expectations—the combination of mobility and social isolation makes their educational needs especially difficult to address.

MEP is a state-administered program, with funds allocated to states using a formula that is based in part on the number of migrant students in the state. The services provided by MEP are to be based on the needs of migrant children, not their numbers. According to studies of MEP, the program typically has emphasized supplemental instruction in basic skills in reading, language arts, and mathematics, rather than higher-order skills.[1] Further, because many of the needs of migrant students are not strictly instructional in nature, MEP often has given higher priority to providing support services, which have included advocacy for migrant children and their families, medical and dental screening and treatment, transportation, home-school liaison, and guidance and counseling, than to instructional services. In general terms, migrant education programs are to give priority for services to migrant students who are failing or most at risk of failing to meet state content and performance standards and whose education has been interrupted during the regular school year. The states have substantial leeway in determining what services to offer to address those priorities. Schools that enroll migrant children do not necessarily receive any funds from MEP. Because MEP is a state-administered program that typically operates out of district or regional offices, services to migrant children are often provided directly by those entities' MEP offices, not by the schools.

[1]Strang, W., Carlson, E., and Hoppe, M. (1993). *Services to migrant children, A supplemental volume of the final report of the national assessment of the Chapter 1 program.* Washington, DC: U.S. Department of Education.

STUDY DESIGN

The study had two components: (1) a self-administered mail survey of school principals that collected information from a nationally representative sample of about 700 of the estimated 2,770 public elementary or secondary schools that both operated schoolwide programs and enrolled migrant children during the 1996-97 school year; and (2) on-site case studies of 25 of those schools. This report summarizes information gained from both components of the study and provides a broad picture of how schools operating schoolwide programs attempt to meet the needs of migrant students attending them. The survey provided information that could be generalized to all the schoolwide program schools with migrant students as of the 1996-97 school year, and the case studies provided examples to illustrate key points and hypotheses about relationships among survey findings. The schools that met the criteria of having resident migrant children and implementing a schoolwide program are probably not representative of either all schools with migrant students or all schoolwide program schools.

ORGANIZATION OF THE REPORT

This report is a summary of a much more detailed and comprehensive technical report.[2] The report begins with a short description of the schoolwide program schools that enroll migrant students. That is followed by a discussion of the needs assessment, achievement testing, and planning procedures used in the schoolwide program schools. Educational and support services available to migrant students within their schools and from other programs, organizations, or agencies are then presented. That section is followed by discussions of parent involvement, particularly involvement of migrant parents, and schoolwide program funding, with special emphasis on whether MEP funds are used within the schoolwide program.

[2]Siler, A., Stolzberg, S., von Glatz, A., and Strang, W. (December 1998). *Meeting the needs of migrant students in schoolwide programs: Technical report of the congressionally mandated study of migrant student participation in schoolwide programs.* Prepared under contract for the U.S. Department of Education by Westat: Rockville, MD.

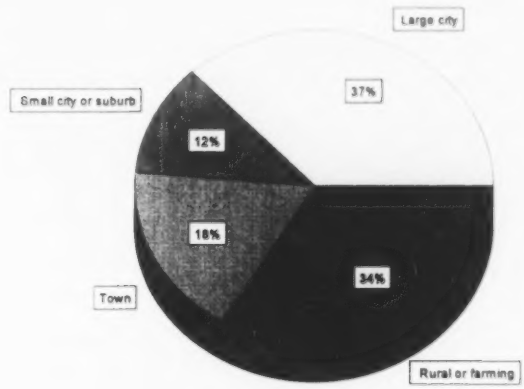
CHARACTERISTICS OF SCHOOLWIDE PROGRAM SCHOOLS AND THEIR MIGRANT STUDENTS

CHARACTERISTICS OF SCHOOLS

About 2,770 of this nation's 85,000 public elementary or secondary schools had implemented the schoolwide program option and had migrant children or youth residing at least part of the year in their attendance areas during the 1996-97 school year. These schools served an estimated 165,000 migrant children, or slightly more than one-fifth of the children eligible for MEP.[3]

The schools were found throughout the country, with about one-half in either California or Texas, states with large numbers of both migrant students and schoolwide program schools. They were located in cities and towns as well as rural areas. About one-third were located in rural or farming communities (Figure 1). Most served children in the elementary grades (79 percent), but middle schools or junior highs (13 percent) and high schools (7 percent) also met the criteria (Figure 2 on the following page). The average number of migrant students across schools varied by school level (Table 1 on the following page).

Figure 1. Metropolitan status of schools



[3]This group of 165,000 students represents about 22 percent of the 735,000 migrant-program eligible children in the 1996-97 school year based on the 12-month count. U.S. Department of Education (November 1998). *State Title I Migrant Participation Information, 1996-97.* Prepared under contract by Westat: Rockville, MD.

Figure 2. Grade level of schools

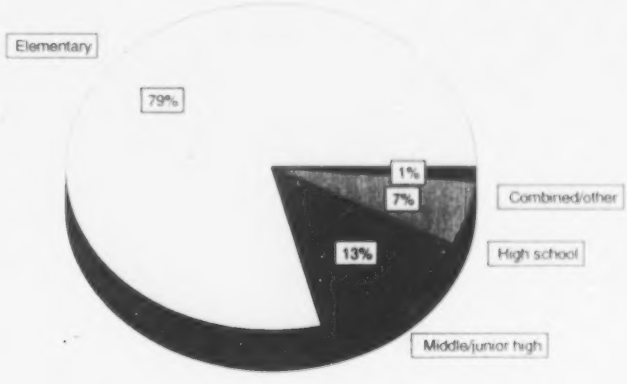


Table 1. Number and percentage of migrant students, by school level

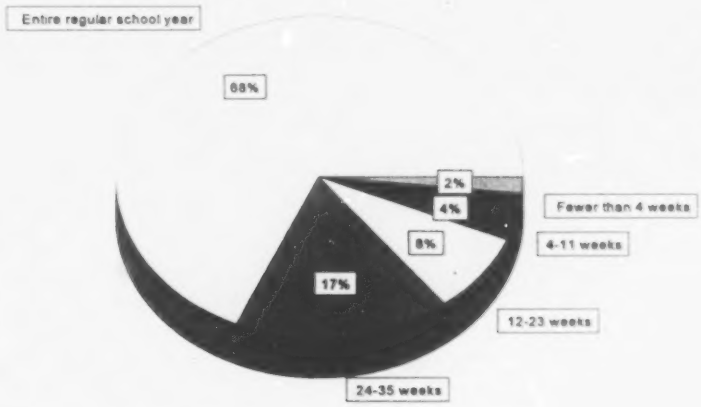
School Level	Average Number of Migrant Students	Average Percentage of Migrant Students
Elementary schools	59	11
Middle schools/junior highs	56	9
High schools	83	10
All schools*	60	11

* Includes schools with all other combinations of grades

Some schools operated on a year-round schedule (14 percent), and almost three-fourths had implemented an extended-day or extended-year program. Over 70 percent offered summer or intersession programs.

Most of the migrant students (68 percent) in these schools were enrolled for the entire 36-week regular school year. About 14 percent were enrolled for less than 24 weeks (Figure 3, on the next page).

Figure 3. Length of time average percentages of migrant students were enrolled during regular 36-week school year



Schools reported that an average of one in five of their migrant students enrolled at least one month after the start of the school year. As an indicator of the disruption even this level of mobility can cause, 15 percent of the schools reported having to add one or more additional professional staff specifically to handle an influx of migrant students during the regular school year.

CHARACTERISTICS OF STUDENTS

Most students in these schools were from high-poverty homes, as indicated by an average of 78 percent of all students being eligible for free or reduced-price meals. The percentage for migrant students was higher, at 87 percent.[4] More than one-half of the migrant students in these schools were limited English proficient, compared with about one-quarter of nonmigrant students. Eligibility rates for special education were similar for both migrant and nonmigrant students, but slightly smaller percentages of migrant students had been identified for gifted/talented programs (Table 2 on the following page).

[4]When percentages are noted in this report as being different (e.g., "higher than"), the differences are statistically significant, using a Chi-square, $p<.001$.

Table 2. Characteristics of students

Student Characteristics	Percent of Nonmigrant Students	Percent of Migrant Students
Eligible for free or reduced-price meals	77	87
Limited English proficient	27	52
Eligible for special education	18	17
Eligible for gifted/talented programs	13	9

PLANNING AND NEEDS ASSESSMENT

The 1994 reauthorization of ESEA requires schools that implement a schoolwide program to conduct a comprehensive needs assessment and adopt reform strategies that address the needs of historically underserved populations and populations targeted by programs included in the schoolwide program. The schools must develop a plan in consultation with members of the community to be served, and the plan should incorporate the needs assessment along with the reform strategies, professional development, and parent involvement activities the school is to implement. To combine funds from the migrant program into its schoolwide program, a school must consult with the parents of migrant children or their representatives, address the needs of migrant children, and document that appropriate services have been provided to them (ESEA Section 1306(b)(3) and 34 CFR 200.8(c)(3)).

REASONS FOR IMPLEMENTING SCHOOLWIDE PROGRAMS

Schools were surveyed to identify the main reasons they decided to implement the schoolwide program. Most schools reported several reasons. Flexibility in service delivery or instructional grouping, cited by 80 percent of respondents, was the most commonly noted reason (Table 3 on the following page). Almost two-thirds chose to implement a schoolwide program because it was seen as providing a better fit with their overall school program, and about one-half said they decided because it allowed them more discretion in the use of federal funds. Fewer than one-half opted to implement the schoolwide program in order to provide additional services or to gain access to additional funds. About one out of four schools reported that strong encouragement from the district or state was a primary reason. Few principals indicated that their schools had implemented a schoolwide program in response to being identified for Title I program improvement.

Table 3. Reasons for implementing a schoolwide program

Reason	Percentage of Schools
More flexibility in service delivery or instructional grouping	80
Better fit with school program	65
More discretion in use of federal funds	51
Provide additional services	34
Access to additional funds	25
Strongly encouraged by district or state	24
Response to being identified for Title I program improvement	16

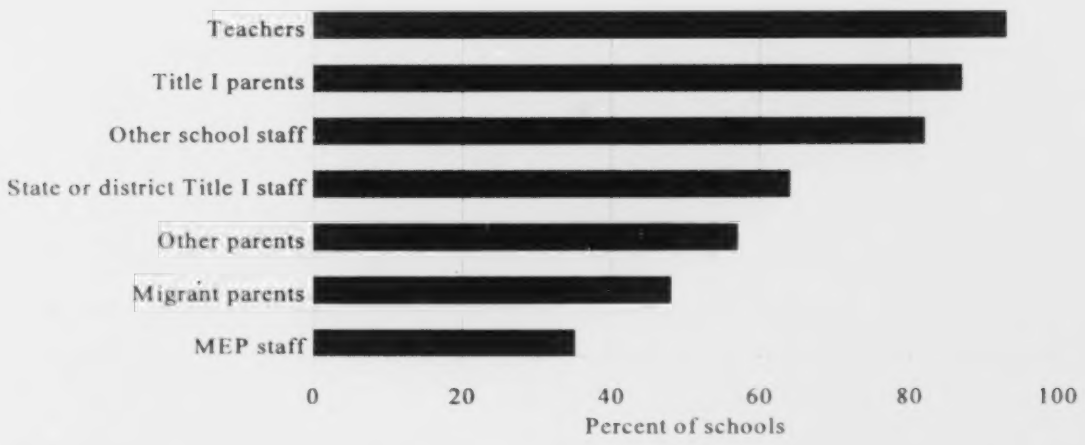
The 25 case studies provide some context for these reasons. Many of the case study schools were engaged in state-mandated school improvement planning, and these schools viewed the schoolwide option as easily incorporable into state or local reforms. In addition, most of the case study schools were moving toward serving all students as much as possible in the regular classroom, and this shift fit well with their understanding of the schoolwide program philosophy.

DEVELOPING SCHOOLWIDE PLANS

Schoolwide programs that use MEP funds are required to include migrant advocates in their planning. A large majority of schools, 93 percent, reported that teachers were involved in their planning process, and 82 percent noted the participation of other school staff (Figure 4). Eighty-seven percent involved Title I parents, and slightly fewer than one-half involved migrant parents specifically. Regarding involvement of program staff, 65 percent indicated district or state Title I staff were involved, and about one-third (35 percent) included MEP staff in their planning process. It should be noted these percentages may understate the involvement of migrant program staff because Title I staff may also be the migrant program staff, particularly in small districts. At the same time, the schools reported those staff members' participation in terms of their Title I rather than their MEP roles.

The availability of MEP funds in a school was associated with migrant parent or MEP staff involvement in developing the schoolwide program plan. Schools that had MEP funds available were much more likely to involve migrant parents or MEP staff in their planning process, but MEP

Figure 4. Groups involved in developing the schoolwide program plan



staff were involved in fewer than one-half of those schools.[5] In addition, schools with larger percentages of migrant students were more likely to have migrant representation in the planning process (Table 4 on the following page). For example, 63 percent of schools with more than 5 percent of their students being migrants involved migrant parents, compared to 40 percent of schools with 5 percent or fewer migrant students. Similarly, MEP staff participated in 54 percent of the schools with more than 5 percent migrant students, compared to 19 percent in the lower percentage schools.

The case studies suggested an explanation for the relationship found in the survey results between having MEP funds available and large concentrations of migrant students. In the case study schools, "having MEP funds available" generally meant that a MEP-funded staff member was assigned to the school on a permanent basis, at least in the views of school personnel. Further, district or regional migrant programs were typically more likely to assign staff to schools with larger numbers of migrants to provide services, and the MEP would provide services directly to the migrant students in the other schools. It was simply common sense in the views of MEP personnel to focus school services on schools where there were many migrants and use district-level services to meet the needs of migrant children in the other schools.

[5]Migrant program funds could be available in the school but not necessarily be combined as part of the schoolwide program. In this chapter, the term "combined" is used to describe funds that are part of the schoolwide program, and "available" is used to indicate the school has MEP funds supporting services within the school, whether or not those funds are combined into the schoolwide program.

Table 4. Groups involved in developing schoolwide plan, by percentage of migrant students

Groups	Percent of Schools: Schools with 5 percent or fewer migrant students*	Percent of Schools: Schools with more than 5 percent migrant students*
Teachers	90	95
Title I parents	86	86
Other school staff	84	83
State or district Title I staff	65	68
Other parents	61	57
Migrant parents	40	63
MEP staff	19	54

*The median percentage of migrant students within schools was about 5 percent.

Planning is central to the schoolwide program concept. The case studies provide some indications of the strengths and weaknesses in these schools' planning processes. Many case study schools already had the mechanisms in place to facilitate developing their schoolwide program plans. Many were in states that required yearly school improvement plans that involved similar processes such as conducting needs assessments and involving parents. Most of the case study schools developed their plans either by adapting a previously developed school improvement plan or by following detailed guidelines from the district. As a result, schools were able to mobilize their planning processes quickly and efficiently. However, by adapting these existing processes and by using a needs assessment process that looked only at school-level needs, many schools failed to take the needs of specific groups (such as migrants) into account. Conversely, only a few case study schools approached the planning process from scratch with a fresh perspective.

TOPICS ADDRESSED IN PLANNING FOR SCHOOLWIDE PROGRAMS

Academic performance, parent involvement, and professional development were the most widely considered topics in schoolwide program planning (Table 5 on the following page). Almost all surveyed schools, 94 percent, reported that students' academic performance was considered, and 83 percent said performance relative to state standards was addressed. Parent involvement was a topic for 91 percent of schools, and professional development for 82 percent. Addressing services

for special populations ranged from 66 percent of the schools for LEP students and 59 percent for migrant students to 6 percent of the schools for out-of-school youth.

Table 5. Topics considered in schoolwide program planning

Topics	Percent of Schools
Academic performance	94
Parent involvement	91
Academic performance relative to standards	83
Professional development	82
Services for LEP students	66
Services for migrants	59
Extended-day or -year programs	54
Summer or intersession programs	41
Services for out-of-school youth	6

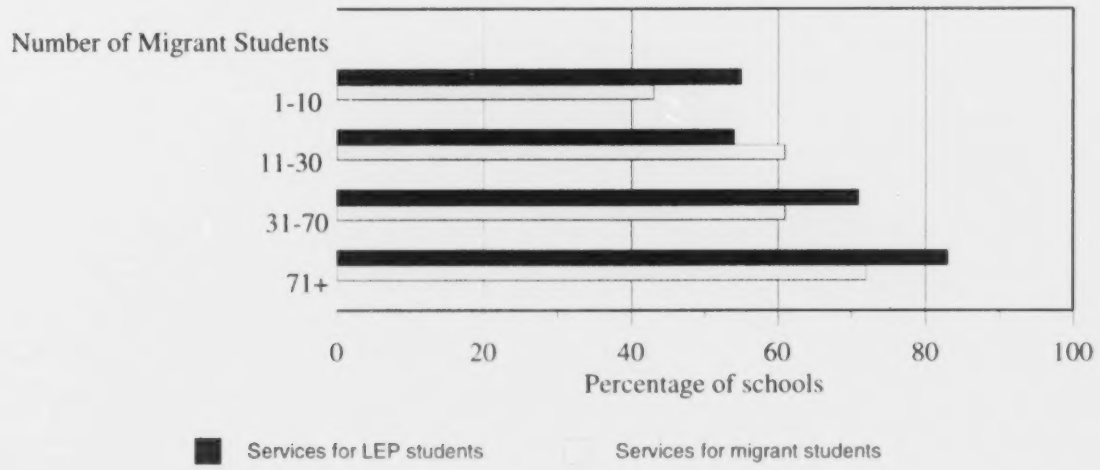
Whether or not services for migrant children were considered in the planning process was related to a number of factors, including enrollment patterns of migrant students, participation of migrant parents or MEP staff in developing the plan, the number of migrant students in the school, and the availability of MEP funds in the school.

- Schools with higher-than-average migrant mobility during the regular 36-week school year were more likely to address services for migrant students (72 percent) than schools with relatively stable migrant populations (57 percent).

- About 80 percent of the schools where migrant parents or MEP staff participated in developing the schoolwide plan addressed services for migrant students, compared to 34 percent of the schools where neither migrant staff nor migrant parents were involved.

- The number of migrant students in the school was closely related to whether a school addressed migrant-related topics in its schoolwide plan. Consideration of services for both migrant and limited English proficient (LEP) students rose markedly as the number of migrant students in the school increased (Figure 5).

Figure 5. Percentage of schools reporting selected migrant-related topics considered in schoolwide program planning, by number of migrant students



NEEDS ASSESSMENTS

In general, neither the survey nor the case study data indicated that school staff viewed the educational needs of migrant students as greatly different from the needs of the other children in their schools. This is not to say that school personnel could not identify the needs of migrant students, but, rather, that they articulated their needs as being similar to the needs of other disadvantaged students. The case studies indicated that principals often did not know who the migrant students were because some schools did not separately identify migrants. In addition, needs assessments often did not focus on the needs of categorical groups. School staff may not have been as familiar as district staff with the support service needs of migrant students; in fact, the migrant program staff interviewed at the district level were more likely to identify unique needs of migrant students, which were support service needs.

The case studies provided perspectives on how schools approached their needs assessments. Procedures were similar across the 25 case study schools. School committees reviewed an array of school and student data and conducted their own surveys of staff and parents to determine school climate or service needs. The needs assessments also typically included some or all of the following types of data: standardized test scores; grade promotion, attendance, and discipline referral rates; English proficiency levels; and poverty rates. These data were used to identify gaps between present and desired levels of performance and to set priorities for schoolwide program services. In most case

study schools, the needs assessments did not provide detailed information about the needs of migrant students.

Schools may not have identified specific needs of migrant students for two reasons. First, some data for the needs assessment were not readily available in disaggregated form. Schools frequently relied on their districts' management information systems for relevant data, and many of those systems could not provide disaggregated data for migrant students. Second, some schools adapted plans developed for other purposes, such as school improvement plans, which often had not required attention to any categorical groups.

The survey asked principals to identify the sources of needs assessment information about children and youth used in planning for their schoolwide program. A large majority responded that they used students' academic performance, both independently and relative to state standards (Table 6). Attendance and enrollment patterns informed the development of schoolwide plans in about three-fourths of the schools, English language proficiency assessment results were used by about three-fifths of them, and about one-fourth used health data.

Table 6. Sources of needs assessment information used in schoolwide program planning

Source	Percent of Schools
Students' academic performance	91
Academic performance relative to state standards	81
Attendance and enrollment patterns	73
English language proficiency assessment results	60
Health data	27

The use of English language proficiency assessment results was particularly sensitive to a number of migrant-related factors. Schools were more likely to use this source of information in their planning process if they had a large number of migrant students or if migrant parents or migrant program staff were involved in the planning process. Urban schools were more prone to use this information as well. In addition, a much greater proportion of schools, 34 percent, relied on health data if either migrant parents or MEP staff were involved in the planning process, compared to 19 percent of schools without migrant parent or program participation.

It is important to keep in mind that schools rarely had data available to them that were specific to the needs of migrants. The case studies noted that school personnel often had to infer migrants' needs from patterns they did know, such as from the needs of other children living in poverty or who were limited English proficient. If migrant parents or staff were not involved in conducting the needs assessment, then it was likely no information about the needs of migrant students would be considered.

SCHOOLWIDE PROGRAM SERVICES

This study examined how migrant students were served within the context of schoolwide programs. This examination was complicated by the fact that the needs of migrant students were often not distinguished by school personnel from those of their nonmigrant students, and the spirit of schoolwide programs encouraged schools to target services on individual students' needs rather than on categories of students. The data presented in this section suggest that migrant children generally did not receive services from their schools that were designed and delivered exclusively for them. Further, migrant students usually had an array of supplemental instructional and support services that were available to them from the district or regional MEP that were not available to nonmigrant students.

UNIQUE SERVICES FOR MIGRANT CHILDREN

Personnel in the case study schools stressed that they thought the flexibility provided by the schoolwide option made it much easier to both tailor services to individual students and also to meet the general needs of all the students in the school than had been the case before. Implementing the schoolwide plan was seen, in and of itself, as helping all of the students, including the migrant students.

The case studies suggested three reasons for migrant students not being singled out as a group by the schools for special instructional or support services:

- Migrant services were seen by school personnel as the province and responsibility of the migrant program, usually at the district level. In the views of school personnel, any needs of migrant students that were not being addressed by the schools' services were being met by district or regional MEP services.

- The instructional needs of migrant students were generally not regarded as fundamentally different by school personnel from those of other educationally disadvantaged or LEP youth. In terms of support services, the migrant children were seen in some schools as having more extensive needs, but meeting those needs was regarded as the responsibility of MEP.

- School personnel deliberately chose not to categorize migrant or other students. They frequently mentioned the deleterious effect of labeling students and stated that their schoolwide program made it possible to meet the instructional needs of each of their students as individuals. For the most part, migrant students were treated just like any other students; they were provided services based on their individual needs. Not labeling students was usually coupled with statements about helping *all* students learn.

According to the survey, the majority of schoolwide program schools that enrolled migrant students gave the highest priority for both instructional and support services to migrants failing to meet the state's content and performance standards (Table 7). Fewer than one-half of the schools set the priority for services for migrants who enrolled after the start of the school year. Schools that had MEP funds available to them, involvement from migrant parents or migrant program staff in schoolwide program planning, large numbers of migrant students, or relatively large proportions of their LEP students being migrants were most likely to state that these were the criteria for setting priorities for instructional or support services.

Table 7. Priorities for instructional and support services for migrant children or youth

Service Priorities	Percent of Schools	
	Instructional Services	Support Services
Migrant children/youth failing to meet your state's content and performance standards	80	68
Migrant children/youth who enroll after the start of the year	42	46
Migrant children/youth who are failing to meet their home state's content and performance standards	26	23
Migrant children/youth who have been enrolled at the school the longest	10	12
Out-of-school migrant youth	3	4

INSTRUCTIONAL SERVICES

The survey asked principals to identify the primary educational and support service needs of all their students generally and of migrant students specifically. Most principals, 92 percent, reported reading was a primary educational need of all students in their school, 72 percent responded that mathematics was a primary educational need, and 42 percent cited English proficiency. With respect to all students, no other educational need was identified by more than a one-quarter of the principals.

In only three educational areas did more than 5 percent of principals report that their migrant students had an educational need that was not shared by all of the students in their school. Twenty-six percent of the principals reported English proficiency was a primary educational need of only their migrant students, 13 percent noted a need for bilingual education was unique, and 6 percent saw migrants as having a unique need for dropout prevention activities.

The majority of survey schools made supplemental instruction available to all of their students in reading and mathematics. Almost two-thirds provided supplemental instruction in other language arts, and about one-half in English as a second language. Forty percent made bilingual education services available to all of their students.

Very few schools indicated they made supplemental instruction in any instructional area available only to their migrant students. In subjects such as reading and math, where nearly all the schools made services available to all of their students, it followed that migrant students were also likely to receive those services as a matter of course. Indeed, fewer than 3 percent of schools provided supplemental instruction in reading or math to only their migrant students. But even in those subjects that were not all-but-universally offered on a supplemental basis, only a small number of schools provided those services only to migrant students. For example, 49 percent of schools provided English as a second language (ESL) services for all of their students, while 11 percent provided ESL services only for their migrant students. In no other subject did more than 5 percent of the schools provide distinct supplemental instruction just to migrant students, suggesting either they were provided those services along with all other students or that no students at all were receiving supplemental services in those areas.

Survey data indicated that supplemental instruction was provided to migrant students, probably along with nonmigrant students, mostly by regular teachers who taught migrant students in the regular classroom (88 percent). Fewer than one-half of the schools had additional teachers or aides who assisted migrant students in the regular classroom, and about one-third of the schools gave migrant students instruction during extended day, evening, or weekend classes. About one-fourth

of the schools pulled migrant students out from their regular classrooms for additional instruction, but few placed any migrant students in special classes (6 percent). In accordance with these data, 44 percent of the schools said that they had introduced or strengthened heterogeneous student grouping as a result of implementing the schoolwide plan, and 41 percent of schools said they had introduced or strengthened the integration of migrant students into the regular instructional program. Schools were more likely to report on the survey that they had enhanced integration of their migrant students into the regular instructional program if they had MEP funds available to them, if migrant parents or MEP staff had been involved in planning for the schoolwide program, or if their student body was characterized by large numbers of migrant students or relatively more mobile migrant populations.

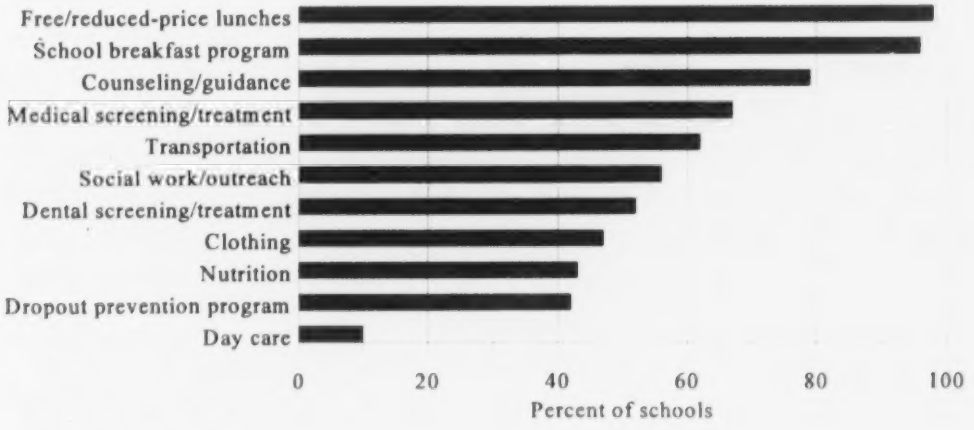
Approximately three-fourths of the surveyed schoolwide program schools that enrolled migrant students operated extended-day or extended-year programs. About 13 percent of those schools restricted participation in their extended-day or -year programs only to migrant students. Most of these programs took place in the afternoon. About 7 of every 10 schools reported that summer programs were available and the majority of them were open to all students. At the same time, 8 percent reported they offered summer programs that were open only to migrant children, and 12 percent offered separate programs for migrant and nonmigrant students.

SUPPORT SERVICES

Counseling and medical screening or treatment, cited by more than 60 percent of the principals, were considered the most pressing support service needs of all students. Forty-five percent of the principals felt nutrition was a primary support service need, and 42 percent cited social work. Few principals indicated that their migrant students had support service needs that were significantly different from those of the majority of their students.

Most of the survey schools made support services available to migrant students. Almost all schools reported the availability of meal programs, about 80 percent indicated counseling was available, and two-thirds reported that medical screening or treatment was available to migrant students (Figure 6 on the following page). The majority of schools that noted a support service need that was unique to their migrant students also said that a matching service was being provided. For example, 76 percent of the schools that said only their migrant students needed medical screening or treatment indicated those services were available to their migrant students.

Figure 6. Support services for migrant students



Fewer than one-half of the schools reported that services for out-of-school migrant youth were being provided either by the school itself or in coordination with another organization or agency. The areas in which services were most commonly provided to out-of-school youth were counseling/ guidance, medical screening or treatment, and social work/outreach.

SERVICE COORDINATION

Over one-half of the schools in the survey (57 percent) reported they coordinated with, or referred migrant children or youth to, other agencies for instructional or support services. Schools with larger numbers of migrant students or relatively more mobile migrant students were more likely to report they coordinated services with other agencies. Schools with MEP funding available to them or that reported having migrant parents or program staff involved in schoolwide program planning also were more likely to coordinate their migrant services with other agencies outside the school.

The types of agencies with which schools coordinated migrant services included health care, other community agencies, educational services and/or child care, other government agencies, and family services. The survey indicated that more instructional and support services were available to migrant children in the schools that coordinated migrant services with other agencies.

MEASURING THE ACHIEVEMENT OF MIGRANT STUDENTS

The surveys and the case study protocols included several questions about how schools measured the achievement levels of migrant children. Interest in this issue was based on concerns about migrant students' mobility, particularly for children leaving or entering schools in the spring, the season in which most standardized testing occurs. There was also concern about migrant children who spend much of the year in one state but were subject to testing under another state's standards. Another reason for this concern is that these data, along with data for other students, are to be used in systems of accountability and improvement. In addition, there was concern that migrant students' limited proficiency in English would affect schools' abilities to assess their skills accurately. The overall conclusion that can be drawn from this study is that few schoolwide program schools made special accommodations for measuring the achievement of migrant students.

Special accommodations may not have been made because migrant students were not seen as having unique testing needs, as illustrated by the following case study example:

> At Eagle Middle School,[6] no special efforts were made in testing or other assessment processes to accommodate any unique assessment needs of migrant students. Efforts were not made because most of the migrant students lived in the attendance area, did not move during the regular 36-week school year, and were roughly similar in terms of LEP status to the other students in the school. The achievement of migrant students was measured the same way as for the rest of the student body.

This finding does not necessarily mean that the special assessment needs of individual students who also happened to be migrants were not accommodated in the schools. LEP students, for example, may have taken Spanish-language tests on a routine basis because they were limited English proficient, not because they were migrant students. The small percentage of survey schools that indicated they did make special accommodations for migrant students generally reported that they tested them in their native language.

More than 80 percent of the survey schools indicated they use their own school or district standards to assess the achievement of migrant students. In addition, 76 percent of the schools reported they use their own state's standards (either alone or with local standards), and fewer than 3 percent used their migrant students' home-base-state's standards.

[6]All school and district names for the case study sites that are used in this report are pseudonyms.

Almost every survey school (98 percent) reportedly provided individual assessment results to the parents of the students, including an interpretation of those results. About 63 percent of the schools translated the results into a language other than English for reporting to parents, with the largest percentages in elementary schools (66 percent) and the smallest ones in high schools (53 percent). Schools with larger percentages of LEP students and schools in urban areas were more likely to translate the results into other languages as were schools with relatively high numbers of migrant students.

MIGRANT PARENT INVOLVEMENT

Schools that implement schoolwide programs are required to address parent involvement in their schoolwide program plans and to involve parents in the needs assessment and planning processes. Schools considered parent involvement to be important, and they used a variety of activities and methods from formal committees to social events to encourage parents to become active in their children's education and feel welcome in the schools (Table 8).

Table 8. Activities and methods used to involve all parents and migrant parents

Activity/Method	Percent of Schools	
	All Parents	Migrant Parents
Parent committees, councils, meetings, clubs, groups	52	26
Social events, activities	46	29
Personal contacts	33	41
Conferences, assemblies, fairs	23	43
Education opportunities	35	15
Mailings, media	24	14

According to the survey, the most frequently cited method to encourage the participation of all parents (including parents of migrant children) was through organized groups such as parent-teacher organizations, committees, school councils, and clubs. This method was followed in frequency by hosting special social events and activities, providing educational opportunities, and using personal contacts. Teachers in many of the case study schools often sent information about schoolwork home with their students to keep parents involved in their children's education.

For migrant parents specifically, the schools most frequently used organized events such as conferences, assemblies, or fairs to encourage migrant parents to become more involved in the

schools. These activities were closely followed by using personal contacts, such as parent-teacher conferences, phone calls and home visits, which were mentioned by 41 percent of the schools.

In the case study schools, migrant parents tended to participate in all these types of activities as individuals rather than as representatives or members of a particular group. Only in those case study schools with very large migrant populations were migrant parents targeted because they were migrants.

In addition to the activities mentioned earlier, three-quarters of the surveyed schools reported having parent liaisons or social workers on their staffs who were responsible for maintaining contact with all the parents in the school, and about 12 percent reported having parent liaisons who maintained contact only with migrant parents. About one-half of the surveyed schools reported that teachers made home visits to all parents, and 4 percent of schools reported that teachers made home visits only to migrant parents. Contacts by school staff with only migrant parents occurred more frequently in schools with larger numbers of migrants or in rural areas.

SCHOOLWIDE PROGRAM FUNDING

An important question this study sought to answer was whether MEP funds were used to support schoolwide programs. Traditionally, MEP operated at the district or regional level, allocating services to students that may or may not be delivered within or by the schools. Sometimes MEP entered into agreements with schools about staffing and other arrangements that involved using MEP funds, but accountability for those funds remained with MEP. Under the schoolwide program option, however, the MEP funds could be combined with other federal education program funds to upgrade the overall educational programs of the school if several conditions were met. These conditions included reaching an agreement with the MEP about the use of funds, documenting that the needs of migrant children are still being addressed, and involving the parents of migrant children or their representatives in developing the schoolwide plan.

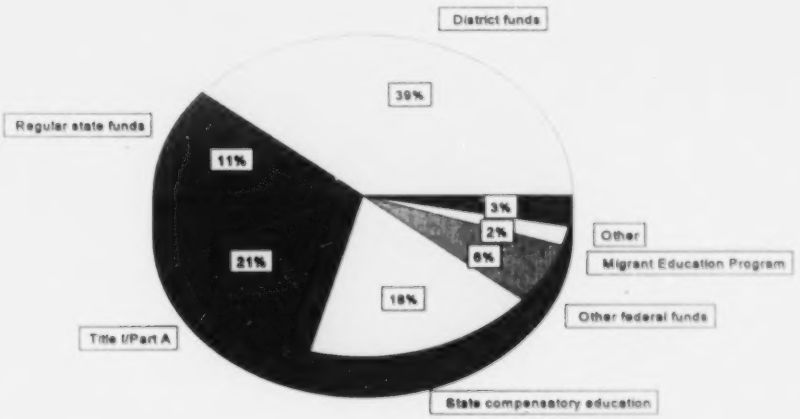
SOURCES OF SCHOOLWIDE PROGRAM FUNDS

Most of the funds used to support educational activities within the schools came from state and local sources. The extent to which those state and local funds were used directly to support schoolwide programs is not clear because schoolwide program plans focus on the use of federal funds. MEP funds provided a very small portion of all the funds available within a school (Figure 7 on the following page). In general, within the survey schools, about one-half of the schools'

overall budgets came from regular state or local funds, and Title I, Part A provided about 10 times more financial support than MEP.

About 83 percent of the survey schools said that they had MEP funds available to them. This does not necessarily mean that the school could spend those funds any way it saw fit. The most they could typically do, based on the experiences of the case study schools, was decide which of several migrant service alternatives would be implemented. The migrant program did sometimes provide funds directly to the school, but more typically it placed a staff person in the school to work with the migrant students, with restrictions on the range of the staff person's activities based on an agreement between the school (or its district) on one hand and the migrant program on the other.

Figure 7. Sources of funds for schoolwide programs with migrant students



COMBINING MEP FUNDS IN SCHOOLWIDE PROGRAMS

This study looked specifically at whether other federal education program funds were combined with state, local, and other federal funds, including Title I, Part A, in the schoolwide programs. About one-third of all the surveyed schools indicated they combined MEP funds with other federal funds in implementing their schoolwide programs. In these situations, the migrant program agreed to allow the schools to use those funds in combination with others to upgrade the overall educational program in the school, as long as the school continued to address the needs of priority migrant students. As a practical matter, the case study schools that combined MEP funds generally used the fairly small amounts of migrant program money to pay a portion of an aide's or teacher's salary.

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A few case study schools combined MEP funds with Title I, Part A funds in their schoolwide programs. School personnel in the other case study schools commonly cited four reasons for not combining MEP funds in their schoolwide programs:

- MEP funds were spent at the district level and were not available to individual schools;
- Any amount of MEP money available to schools was too small to make much of a difference;
- Migrant program staff and school administrators were concerned about maintaining accountability for MEP funds; and
- Migrant program, district, and school staff were hesitant to eliminate all categorical services for students in need because they were concerned that their needs might be overlooked.

The survey indicated that whether schools had MEP funds available to them (regardless of whether these funds were combined with others in the schoolwide program) was related to certain school characteristics. Schools with MEP funds available to them were more likely to have had their migrant parents and the MEP staff involved in preparing their schoolwide plans, have larger numbers of migrant students, and were more likely to be located in rural areas (Table 9).

Table 9. Characteristics of schools with migrant program funds available

Characteristic of School	Percent of Schools with MEP Funds
Migrant parent or staff involvement in developing schoolwide program plan	
Not involved	72
Involved	90
Number of Migrant Students	
1-10	58
11-30	84
31-70	81
More than 70	95
Metropolitan Status	
Urban	75
Small town	84
Rural	91

MEP FUNDS AND INSTRUCTIONAL PROGRAMS AND ACTIVITIES

The surveyed schools that had migrant funds available to them were significantly more likely to report they had introduced or strengthened activities to promote integration of migrant students into their regular instructional program compared to schools that did not have MEP funds available (Table 10). At the same time, schools with migrant funds available were significantly less likely to report they had strengthened or introduced bilingual education activities. For bilingual education activities, there were no significant differences between schools that had MEP funds available and combined those funds into their schoolwide program and the schools that did not combine them.

Table 10. Programs or activities introduced or strengthened as a result of implementing a schoolwide program, by availability of MEP funds

Programs or Activities	Percent of Schools (N=501)		
	MEP Funds Combined	MEP Funds Not Combined	No MEP Funds
Bilingual education	34	38	48
Integration of migrant students into regular program	44	41	30

According to the survey, availability of migrant funds in a school was related significantly to whether migrant services were coordinated with other agencies. About three-fifths of the schools that had MEP funds available reported that they coordinated services for migrants with other agencies, compared to about one-half of the schools without MEP funds.

Several case study schools where MEP funds were combined in the schoolwide program had modified their instructional services to migrant students in ways that may be educationally significant, although no data were available to permit assessing effectiveness. For example, prior to combining MEP funds, one case study school had an after-school program for migrant students that consisted of a homework monitor who worked as an non-instructional aide during the school day. Combining MEP funds made it possible to transform the homework session into an after-school enrichment and instructional program staffed by teachers and available to all students.

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A complete discussion of this study and its findings is contained in the full technical report, Meeting the Needs of Migrant Students in Schoolwide Programs: Technical Report of the Congressionally Mandated study of Migrant Student Participation in Schoolwide Programs.